

Message Text

CONFIDENTIAL

PAGE 01 KABUL 05982 01 OF 02 242058Z
ACTION NEA-10

INFO OCT-01 ISO-00 AID-05 SS-15 NSC-05 HA-05 EB-08
TRSE-00 OMB-01 SP-02 CIAE-00 INR-10 NSAE-00 L-03
H-01 DODE-00 PM-05 XMB-02 /073 W
-----040344 242151Z /45
R 241020Z JUL 78
FM AMEMBASSY KABUL
TO SECSTATE WASHDC 9222

C O N F I D E N T I A L SECTION 1 OF 2 KABUL 5982

FOR NEA SAUNDERS: STATE PASS TO AID/AA/NE WHEELER

E.O. 11652: GDS
TAGS: EAID, AF, US
SUBJECT: FUTURE OF USAID PROGRAMS IN AFGHANISTAN: CURRENT STATUS

REF: A. STATE 136820 B. KABUL 4717

1. SINCE OUR LAST ASSESSMENT OF USAID PROSPECTS IN AFGHANISTAN UNDER THE NEW GOVERNMENT (KABUL 4717), WE HAVE FOLLOWED UP OUR INITIAL ROUND OF MINISTERIAL CALLS AND MET WITH ALL THE DEPUTY MINISTERS INVOLVED IN DEVELOPMENT PROGRAMS. WE HAVE ALSO HELD A SERIES OF WORKING SESSIONS ON ALL OUR ON-GOING AND PLANNED PROJECTS.

2. WHILE THERE IS INCREASING EVIDENCE THAT THE DRA WOULD LIKE OUR AID PROGRAM TO CONTINUE IN ALL THE AREAS IN WHICH WE WERE INVOLVED BEFORE THE REVOLUTION, ALL THE RETURNS ARE NOT IN, AND REESTABLISHING OUR INVOLVEMENT AND MOMENTUM TO WHERE WE WERE BEFORE APRIL 27 IS CLEARLY GOING TO BE A SLOW PROCESS. WE NOTED IN OUR LAST CABLE THAT THE NEW GOVERNMENT DID NOT HAVE ITS ACT TOGETHER, AND THAT IT WAS DIFFICULT TO ASSESS THE EXTENT TO WHICH THE VAGUE AND INDEFINITE RESPONSES FROM OUR MEETINGS WITH GOVERNMENT OFFICIALS WERE DUE TO THEIR UNPREPAREDNESS, ON THE ONE HAND, OR THEIR LACK OF INTEREST IN OUR AID PROGRAM, ON THE OTHER. THE PAST MONTH HAS MORE CLEARLY SHOWN
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KABUL 05982 01 OF 02 242058Z

US THAT INEXPERIENCE AND FUNDAMENTAL REALITY OF THE NEW GOVERNMENT, AND IS PROBABLY THE DOMINANT FACTOR RESPONSIBLE FOR THE SLOW PROGRESS TO DATE IN MOVING AHEAD WITH OUR ON-GOING AID PROGRAMS. THIS VIEW IS SHARED BY THE OTHER WESTERN DONORS AND INTERNATIONAL ORGANIZATIONS.

3. DRA INTENTIONS ARE NOW QUITE CLEAR CONCERNING ON-GOING AID

PROJECTS. THE GOVERNMENT HAS STATED BOTH ORALLY AND IN WRITING THAT THEY ACCEPT THE PROJECT OBLIGATIONS MADE BY THE PREVIOUS GOVERNMENT, AND THAT THEY WANT ALL OF OUR EXISTING PROJECTS TO CONTINUE. AND WHILE PROJECT IMPLEMENTATION MAY PROCEED SLOWLY, WE ARE MOVING AHEAD WITH THESE ON-GOING PROJECTS ABOUT AS WELL AS CAN BE EXPECTED, GIVEN THE EXISTING GOVERNMENT INEFFICIENCIES NOTED ABOVE. THE ONLY POSSIBLE EXCEPTION TO THIS AT THE PRESENT TIME CONCERNS THE INTEGRATED WHEAT PROJECT, WHERE THE GOVERNMENT AT FIRST INDICATED VAGUE DISSATISFACTION WITH THE TECHNICAL ASSISTANCE COMPONENT, AND MOST RECENTLY, AFTER BEING REVIEWED BY THE CABINET, EXPRESSED CONCERN OVER ITS LOCATION IN BAGHLAN (KABUL 5930). IT APPEARS, THEREFORE, THAT ADDITIONAL TALKS AT THE TECHNICAL LEVEL WILL BE NECESSARY BEFORE WE RECEIVE A DEFINITIVE RESPONSE FROM THE GOVERNMENT ON THIS PARTICULAR PROJECT. WE EXPECT SHORTLY TO SIGN OUR FIRST AID PROJECT AGREEMENT WITH THE NEW GOVERNMENT TO PROVIDE ADDITIONAL FUNDS FOR THE CENTRAL HELMAND DRAINAGE PROJECT.

4. DRA INTENTIONS TOWARDS THOSE AID PROJECTS
IN VARIOUS STAGES

OF PREPARATION AT THE TIME OF THE REVOLUTION ARE HARDER TO DETERMINE. IN ALL INSTANCES, THE CONCERNED MINISTRIES HAVE SAID THAT THEY WANT THESE PROJECTS, EVEN IF IN SOME INSTANCES THEY HAVE NEITHER UNDERSTOOD THE PURPOSE OF THE PROJECT NOR THE OBLIGATIONS THEY ENTAIL FOR THE DRA.

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 KABUL 05982 01 OF 02 242058Z

5. DISCUSSIONS ARE MOST ADVANCE WITH THE MINISTRY OF HIGHER EDUCATION WHERE THE DEPUTY MINISTER, WHO WAS PRESIDENT OF THE DEPARTMENT OF FOREIGN RELATIONS AND CULTURAL AFFAIRS UNDER THE PREVIOUS GOVERNMENT, IS QUITE FAMILIAR WITH OUR AID PROJECTS. RURAL WOMEN'S RESIDENCE, TEACHER TRAINING, AND DEVELOPMENT RELATED RESEARCH PROJECTS ARE ON TRACK, AND WE ARE MOVING AHEAD WITH PROJECT DOCUMENTATION. ONLY OUR TECHNICAL MANPOWER DEVELOPMENT PROJECT PRESENTLY APPEARS TO BE IN ANY SERIOUS TROUBLE -- AND THIS IS OVER CONCEPTUAL ISSUES HAVING THEIR ORIGIN WITH THE PAST GOVERNMENT (KABUL 4785).

6. WE ARE ALSO REGISTERING SOME MOVEMENT AT THE MINISTRY OF EDUCATION WITH THE FOLLOW-ON RURAL PRIMARY SCHOOL PROJECT. THE MINISTER TOLD THE AID DIRECTOR THAT HE WISHED TO PROCEED WITH THIS PROJECT (KABUL 5112) AND WE ARE MOVING AHEAD, ALBEIT SLOWLY, WITH REVISION/PREPARATION OF PROJECT DOCUMENTATION IN COOPERATION WITH MOE PRESIDENT OF CONSTRUCTION DEPARTMENT.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 KABUL 05982 02 OF 02 250549Z
ACTION NEA-10

INFO OCT-01 ISO-00 AID-05 SS-15 NSC-05 HA-05 EB-08
TRSE-00 OMB-01 SP-02 CIAE-00 INR-10 NSAE-00 L-03
H-01 DODE-00 PM-05 XMB-02 /073 W
-----044335 250552Z /13/45

R 241020Z JUL 78
FM AMEMBASSY KABUL
TO SECSTATE WASHDC 9223

C O N F I D E N T I A L SECTION 2 OF 2 KABUL 5982

C O R R E C T E D C O P Y (TEXT)

FOR NEA SAUNDERS: STATE PASS TO AID/AA/NE WHEELER

7. THE MULTI-DONOR GRAIN STABILIZATION PROJECT, WHICH INCLUDES POSSIBLE U.S. PL-480 TITLE III WHEAT, APPEARS ON TRACK. THE IBRD APPRAISAL MISSION, WITH AID AND ODM PARTICIPATION, HAS BEEN RESCHEDULED TO ARRIVE IN KABUL ABOUT 9 SEPTEMBER. OUR OTHER PROJECT ACTIVITY WHICH DIRECTLY CONCERNS THE MINISTRY OF PLANNING IS DEVELOPMENT SUPPORT TRAINING. WHILE THERE ARE COMPLICATING ORGANIZATIONAL DEVELOPMENTS AFFECTING THE PROJECT (KABUL 4890), RECENT MEETINGS WITH THE DEPUTY MINISTER OF PLANNING HAVE BEEN POSITIVE, AND WE ARE PROCEEDING WITH FOLLOW-UP MEETINGS.

8. OUR GREATEST UNCERTAINTY REGARDING DRA INTENTIONS CONCERNS THE MINISTRY OF HEALTH AND OUR PROPOSED PHASE II BASIC HEALTH SERVICES PROJECT. PROGRESS HERE HAS BEEN EXTREMELY SLOW, AND WE HAVE UNTIL RECENTLY BEEN UNSUCCESSFUL IN GETTING HIGH LEVEL ATTENTION FOCUSED ON THIS PROJECT, DESPITE THE ASSURANCES WE RECEIVE THAT THEY WANT OUR ASSISTANCE (KABUL 5487). HOWEVER, FOLLOWING A RECENT MEETING WITH THE DEPUTY MINISTER OF HEALTH, A TECHNICAL WORKING GROUP WITHIN THE MINISTRY OF HEALTH HAS BEEN FORMED TO REVIEW THE DRAFT PROJECT PROPOSAL AND MAKE RECOMMENDATIONS. THIS WORKING GROUP IS HEADED BY THE PRESIDENT OF PREVENTIVE MEDICINE WHO IS BOTH KNOWLEDGEABLE AND FAVORABLY DISPOSED
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KABUL 05982 02 OF 02 250549Z

TOWARDS THE PROJECT.

9. DESPITE FAVORABLE SIGNALS AND OUR BELIEF THAT THE DRA IS EAGER TO MAINTAIN A PRODUCTIVE RELATIONSHIP WITH AID, THERE

ARE POTENTIALLY SOME TOUGH POLICY ISSUES LURKING OVER THE HORIZON. AMONG THESE ARE POSSIBLE OPERATIONAL ISSUES RELATED TO THE GREATLY STEPPEDUP INVOLVEMENT OF THE USSR AND ITS ALLIED COUNTRIES AT THE HEART OF AFGHANISTAN'S DEVELOPMENT PROCESS. FOR EXAMPLE, OUR EDUCATIONAL STRATEGY PROPOSED TO INCREASE SIGNIFICANTLY ACCESS OF THE RURAL POOR TO A BASIC, RELEVANT EDUCATION BY CONCENTRATING ON PRIMARY TEACHER TRAINING AND PROVIDING BASIC RURAL EDUCATION INFRASTRUCTURE -- BASED ON THE EXISTENCE OF A SOUND PRIMARY SCHOOL CURRICULUM ALREADY IN PLACE FROM THE COLUMBIA UNIVERSITY INVOLVEMENT. IF DISQUIETING RUMORS REGARDING DRA PLANS TO INTRODUCE REVISED CURRICULUM WITH TEXTS FROM THE SOVIET UNION TO PROVE TRUE, WE WOULD BE PLACED IN AN UNTENABLE SITUATION (KABUL 5246). ANOTHER PROBLEM COULD ARISE FROM THE DRA PLANS TO INTRODUCE LAND REFORM. WE HAVE BEEN TOLD THAT THE EMPHASIS WILL BE ON COOPERATIVES AND BREEDING UP LARGE LAND HOLDINGS, BUT THERE HAVE ALSO BEEN RUMORS THAT THE DRA INTENDS TO EMPHASIZE COLLECTIVE AND STATE FARMS. THIS FORM OF LAND REFORM COULD RAISE BASIC QUESTIONS ABOUT THE EFFECTIVENESS OF OUR INVOLVEMENT IN ALMOST ANY ASPECT OF AGRICULTURE.

10. DESPITE EXISTING DIFFICULTIES AND POTENTIAL PITFALLS, WE BELIEVE THERE ARE PERSUASIVE POLITICAL AND ECONOMIC DEVELOPMENT ARGUMENTS FOR MOVING AHEAD CAUTIOUSLY WITH AN AID PROGRAM ALONG THE LINES PROPOSED IN OUR COUNTRY DEVELOPMENT STRATEGY STATEMENT. THE POLITICAL CASE IS BEING DISCUSSED IN A SEPTEL (KABUL 5981). THE ECONOMIC DEVELOPMENT RATIONALE IS THAT WE MAY BE ABLE TO INFLUENCE THE GOVERNMENT'S DEVELOPMENT POLICIES THROUGH OUR AID PROGRAM. THE DRA IS CLEARLY PROPPING FOR A VIABLE POLICY IN AREAS SUCH AS EDUCATION AND HEALTH, WHERE WE ARE ALREADY POSED

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 KABUL 05982 02 OF 02 250549Z

WITH RELEVANT PROGRAMS. WHILE THE GOVERNMENT MAY ULTIMATELY REJECT OUR POLICY APPROACH, THEIR RESPONSE TO DATE HAS BEEN TO ENCOURAGE OUR INVOLVEMENT. WE BELIEVE WE RISK VERY LITTLE EITHER FINANCIALLY OR IN TERMS OF U.S. INTERESTS BY MOVING AHEAD WITH OUR AID PROGRAM; ON THE OTHER HAND, OUR ABILITY TO INFLUENCE THE NEW GOVERNMENT'S DEVELOPMENT POLICIES IN AREAS OF OUR INVOLVEMENT COULD BE CONSIDERABLE. WE BELIEVE IT WOULD BE A SERIOUS MISTAKE FOR THE U.S. NOT TO MAKE THE EFFORT. WHILE WE SHALL CONTINUE TO REVIEW OUR PROJECT ACTIVITIES HERE IN THE LIGHT OF LOCAL DEVELOPMENTS, PARTICULARLY THE NEW REGIME'S ATTITUDE TOWARDS THE U.S. AND OUR INTERESTS, WE PROPOSE TO MOVE AHEAD CAREFULLY BUT FORTHRIGHTLY ON A PROJECT-BY-PROJECT BASIS. OBVIOUSLY, WE WILL KEEP WASHINGTON FULLY INFORMED AND REQUEST APPROVAL BEFORE MAKING SPECIFIC COMMITMENTS.

DUBS

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FOREIGN ASSISTANCE PROGRAMS
Control Number: n/a
Copy: SINGLE
Draft Date: 24 jul 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978KABUL05982
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780303-1012
Format: TEL
From: KABUL
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780728/aaaaaxmx.tel
Line Count: 220
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 263cf96d-c288-dd11-92da-001cc4696bcc
Office: ACTION NEA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 78 STATE 136820
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 21 jun 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1910521
Secure: OPEN
Status: NATIVE
Subject: FUTURE OF USAID PROGRAMS IN AFGHANISTAN: CURRENT STATUS
TAGS: EAID, AF, US
To: STATE
Type: TE
vdkgvwkey: odhc://SAS/SAS.dbo.SAS_Docs/263cf96d-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014